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UNITED NATIONS POPULATION FUND
PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director
Assistance to the South Pacific Subregion
Support for a comprehensive population programme

Proposed UNFPA assistance:	$12.5 million, of which $10 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the balance of $2.5 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available.
Estimated value of the Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	January 1992

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I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $12.5 million, of which $10 million would be programmed from UNFPA's regular resources, over a five-year period, starting January 1992, to assist the Governments of 14 Pacific Island countries* in achieving their population and development objectives. UNFPA would seek to provide the balance of $2.5 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. Although UNFPA has provided support to most of these countries since 1969, this would be the first time that the Fund would support a comprehensive programme in the subregion.

2. The proposed programme of assistance to the South Pacific subregion is based on: (a) the findings and recommendations of a Programme Review and Strategy Development (PRSD) mission that consulted with government officials as well as with representatives of agencies of the United Nations system, non-governmental organizations (NGOs) and bilateral donors in five countries of the subregion in March and April 1991; and (b) extensive review and analysis of available data, including the results of evaluation reports in population and development. The long-term goal of the proposed programme would be to improve the standard of living and quality of life of the people of the Pacific subregion while achieving a balanced relationship between population and resources.

3. The programme is designed to assist the Governments of the Pacific Island countries in achieving five broad objectives: (a) to expand and improve the quality and accessibility of maternal and child health and family planning (MCH/FP) services leading to the realization of the demographic targets of each individual country as regards fertility, mortality and morbidity reductions; (b) to increase the level of awareness of population issues through the expansion of population information and communication and the institutionalization of population education in the formal and non-formal sectors; (c) to improve the institutional capacity of countries to collect, process, analyse and disseminate demographic data as well as to conduct research and studies so as to facilitate the integration of population concerns in socio-economic plans and strategies; (d) to promote the status of women and their integration into the mainstream of development; and (e) to promote multi-sectoral activities with special emphasis on the environment and the sustainability of development.

4. The above objectives would be achieved within the perspective of the overall socio-economic objectives and sustainable development strategies of the Pacific Island countries. The strategies proposed include subregional strategies as well as sectoral strategies for individual country and intercountry activities that address priority constraints of the individual countries considered under this programme. In view of the small territories and populations of most of the countries, the PRSD mission concluded that the development of individual country programmes would not be a practical option. Furthermore, the mission observed that certain socio-economic, ethnic and historical factors and a number of common concerns and interests were shared by the countries of the Pacific region. These shared characteristics were conducive to a subregional approach and for the formulation of a unified and comprehensive UNFPA programme of assistance.

5. A subregional approach would eventually promote interregional cooperation and strengthen common facilities that would have greater effectiveness at the national level, particularly for the many small states in the Pacific region. In terms of management and implementation, the programme would enjoy the advantages of cost-

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*Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu.

effectiveness, high quality of technical support and backstopping, and optimum utilization of available human and institutional resources, and would promote greater cooperation among the countries and institutions of the subregion.

6. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

7. The Pacific Ocean is the earth's largest geographical feature, covering one third of the globe's surface. But the land mass contained within that ocean is only a little over half a million square kilometres. Of the 7,500 islands in the region, only 500 are inhabited. These islands are separated by hundreds or even thousands of kilometres of ocean, making transportation within and between countries extremely difficult. Excluding Australia, New Zealand and the Hawaiian Islands, the region comprises 22 political entities. The islands are marked by incredible diversity, ranging from the large continental forms that dominate the Southwest Pacific to the high volcanic peaks and low coral atolls that are found throughout the region. Some of the continental island nations, particularly Fiji, are relatively well endowed with natural resources. But countries such as Kiribati and Tuvalu are comprised solely of coral atolls and have meager terrestrial resource bases. Most island countries fall somewhere between the two extremes. Traditionally, the societies and peoples of the Pacific have been divided into three major ethnic and cultural groups: the Melanesians, Micronesians and Polynesians.

8. The demographic profile indicates that the region is highly heterogeneous. The rate of natural increase of the South Pacific countries ranges from moderately high in countries like Tokelau, Tuvalu and the Cook Islands to extremely high in the Federated States of Micronesia, the Solomon Islands and Vanuatu. Moreover, the Marshall Islands has one of the highest annual rates of increase in the world (4.2 per cent). The rates of natural increase in all countries except Tokelau are presently higher than the world average of 2.4 per cent. It should be noted that virtually all South Pacific countries with a population of more than 100,000 have high rates of natural increase. The rate of population growth in most Polynesian and Micronesian countries is, however, different from the rate of natural increase. This is due to massive out-migration in most of these countries. In Melanesia, the annual rate of population growth ranges from 2.1 per cent in Fiji to 3.5 per cent in the Solomon Islands. Average population density is highest in Micronesia (117 persons per square kilometre) and lowest in Melanesia (9), with Polynesia (67) falling in between. These figures mask significantly high densities when considered in the context of available arable land. For example, the density reaches a high of over 2,000 persons per square kilometre of arable land in Majuro, the largest of the Marshall Islands.

9. Despite notable declines in mortality rates, there are still some vulnerable population groups exposed to high mortality risks in some of these countries. For example, mortality during infancy and early childhood is still high in Vanuatu in Melanesia and in Kiribati and the Marshall Islands, which has an infant mortality rate of about 63 per 1,000. Maternal mortality is also considered to be high in some countries such as the Solomon Islands (300 per 100,000), Vanuatu (350 per 100,000) and the Marshall Islands. (It is not unreasonable to assume that these figures may be low, given that in the Solomon Islands, for example, only an estimated 20 per cent of deaths are reported.) This is attributed to frequent childbearing and to the proportion of births that occur outside hospitals and health centres and are unattended by trained personnel. Recent evidence also suggests that the increasing

incidence of sexually transmitted diseases (STDs) and AIDS are increasing mortality levels in some countries. In addition, it should be noted that there are significant regional variations in mortality levels within each country.

10. The total fertility rate among countries of the Pacific varies from a high of 7.2 in the Marshall Islands in Micronesia to a low of 2.8 in Tuvalu in Polynesia. In certain countries, traditional practices that inhibit fertility and the prevalence of diseases such as STDs affect the reproductive capability of couples in some areas and among some population groups. As the effects of these factors could decline with improvements in education and in health care, fertility could be expected to increase unless compensated for by other factors. In countries like Kiribati, Tonga and Samoa, there have been moderate declines in fertility, and the total fertility rate is around 5. It is even lower in Fiji, Tuvalu and Palau. This can be attributed to the initiation and implementation of family planning programmes, often integrated with maternal and child health services, as in Fiji, Samoa and Kiribati. Other factors are the improvements in educational levels and health standards, particularly among women and children. Evidence, though scanty, indicates that the contraceptive prevalence rate (CPR) can vary from 10 per cent in the Solomon Islands to well over 40 per cent in Tuvalu. It is moderately high in Fiji (28.7 per cent), Kiribati (21.5 per cent) and Samoa (14 per cent), where there have been some attempts to provide family planning services. However, it should be noted that the decline in fertility that took place during the 1970s stalled during the 1980s in countries like Fiji, Samoa, Tonga and Kiribati. The crude birth rate, another measure of fertility, is high in nearly all countries, ranging from 26 per 1,000 population in Palau to 50 in the Marshall Islands. Within each country, significant fertility differentials also exist among different population groups, between rural and urban areas, and among the various socio-economic, cultural and/or ethnic groups.

11. The prevalence of high fertility and low mortality observed among the countries of the South Pacific manifests itself in the age structure of their populations, which can be characterized as young or very young. The percentage of population below age 15 varies from a low of around 30 in Tuvalu to a high of 50 in the Marshall Islands. In most countries it is well above 40 per cent. In countries affected by heavy emigration, particularly those in Polynesia, the percentage of population above age 60 is generally higher. An important implication of the generally youthful age structure is a very high level of dependency. The dependency ratio is more than 100 in the Solomon Islands, Vanuatu, the Federated States of Micronesia, the Marshall Islands and Tokelau and is above 80 in all other countries except in Fiji and Palau, where the ratio is around 75.

12. The young age structure of the population reflects a significant problem for the socio-economic development efforts of the countries of the region. For instance, even if fertility were to be reduced to replacement levels in a short span of time, the population of most countries (except those where emigration exceeds natural increase) would continue to increase for many decades due to the built-in momentum created by the age structure. Most countries will experience an increase in the number of new labour force entrants each year, and failure to create adequate employment opportunities would result in increasing unemployment levels. Internal migration is further compounding the problems created by high growth and a young age structure. In most of the countries, unemployment among youth in urban areas is high. For example, total unemployment in the Marshall Islands reaches 17 per cent, but for the 15-17 age group the rate is around 56 per cent. In a few countries, high unemployment co-exists with shortages of skilled personnel. Owing to the limitations imposed by resource constraints and by the smallness of population and the resulting diseconomies of scale, it will be extremely difficult for many countries to expand educational opportunities beyond the secondary level, which will add to the shortage of skilled labour in the future.

13. School enrolment rates among 6-12 year olds are generally high in most countries, although the rates for females are significantly lower than those for males. Drop-out rates are also high, however, and are even higher among females in many countries. Furthermore, even where satisfactory enrolment levels have been achieved, the quality of the education offered is still often below acceptable standards because of the lack of trained teachers and

the overcrowding of schools, among other things. In most countries, secondary education is limited to a few areas. The University of South Pacific (USP) is the only university in the region offering higher education in a number of disciplines. While Polynesian women are primarily engaged in household activities, in Melanesia they are also engaged in farming. Female employment in the cash economy and modern sector is limited in most countries throughout the subregion.

14. An important concern of the region is the fragile nature of the environment, the factors that contribute to its deterioration and the effect that such deterioration has on the sustainability of development. Concerns with the "greenhouse" effect and the prospects of inundation, the overexploitation of marine and other natural resources, the dumping of industrial and hazardous wastes and marine pollution are major concerns of the region.

15. The South Pacific countries have a weak economic base, and their economic potential is limited owing to a number of constraining factors. In terms of gross national product (GNP) per capita, the Pacific Island countries can be divided into three groups: those below $500 -- the Solomon Islands, Kiribati and Tuvalu; those between $500 and $1,000 -- Samoa, Vanuatu, Tonga and the Federated States of Micronesia; and those between $1,000 and $2,000 -- Niue, the Cook Islands and Fiji. In Nauru, per capita GNP is over $20,000 due to the small population size and the country's valuable exports of phosphate. All of the countries of the region are experiencing difficulties in achieving a fair degree of economic growth and stability. The realization of goals for education, health, employment and income remain elusive because of financial and human resource constraints.

16. Economic growth has been highly volatile, but in general there has been a declining trend that has left per capita incomes for the countries of the region at a lower level than at the outset of the 1980s. During the 1980s, growth rates were well below the rate of population growth. Fiji, Kiribati, the Solomon Islands and Vanuatu registered declines in their per capita incomes during the decade. Without large-scale migration, Tonga and Samoa would have experienced similar declines. All six countries recorded an average growth rate in real GNP of only 0.6 per cent per year in 1987-1988, which was well below the average annual population growth rate of the subregion of 2.2 per cent. This is in sharp contrast to the growth performance of the small island economies of the countries in the Caribbean and of the Maldives and Mauritius in the Indian Ocean, which achieved growth rates of over 5 per cent and 6 per cent a year, respectively.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

17. Through the years, UNFPA assistance has made a substantial contribution in the population field in the Pacific Island countries, and a reasonable degree of maturity in approach to and awareness of population issues is now visible. However, the impact of UNFPA interventions varies among countries and within sectors in the Pacific, and the lack of a multi-sectoral approach has hindered the realization of the importance of the population dimension in the overall development process in most of the Pacific Island countries. In the area of MCH/FP, the countries of the subregion can generally be characterized as having inadequate health infrastructures, deficiencies in the overall health systems and in health policies, a lack of coordination within the health departments, and inadequate involvement of community and NGO networks. The scope and activities in population information, education and communication (IEC) have been limited. Data collection, population dynamics, and population policy formulation have all suffered from the shortage and continuous turnover of trained staff and insufficient technical support.

18. UNFPA support was initiated in the early 1970s mainly through small-scale projects in MCH/FP in a few countries. In 1979-1980, UNFPA conducted basic needs assessments for population assistance in Samoa, Fiji, Kiribati and the Solomon Islands, which provided the basis for UNFPA-supported activities during the 1980s. Such assessments showed that the demographic indicators in the Solomon Islands were such that it qualified for

assistance as a UNFPA priority country following the criteria set by the Governing Council. Through the years, requests for assistance by the Pacific Island countries increased in almost all areas of UNFPA's mandate. Assistance to date through country-specific projects has totaled over $20 million. UNFPA funding has increased from a level of $3.5 million in the early 1970s to over $13.7 million during 1980-1990. In addition to the increase in the number of countries to which assistance has been provided, there has been a noticeable improvement in the absorptive capacities of the countries of the region. The assistance provided through the UNFPA regional programme for Asia and the Pacific with components tailored specifically to the Pacific Island countries increased substantially, and covered mainly the provision of technical advisory services as well as support to conduct demographic research and studies, to introduce a population studies programme at the University of the South Pacific, to formulate and implement population policies, to develop human resources, and to field programme development and evaluation missions.

Maternal and child health and family planning

19. UNFPA assistance to the MCH/FP sector was introduced in 1970-1971 and concentrated on improving the quality and accessibility of integrated MCH/FP services in 12 countries in the South Pacific. As mentioned earlier, the largest portion of UNFPA assistance was allocated to this sector (58 per cent) -- a total of about $10.4 million for 51 country-specific projects during the period 1970-1990. Achievements include the integration of family planning into primary health care (PHC) systems; the provision of free contraceptive supplies; an increase in the number of trained family planning service providers at different levels of the health system; recognition and provision of appropriate training to traditional birth attendants (TBAs); introduction of new contraceptive technology to the region, such as NORPLANT in the Marshall Islands; a noticeable reduction of the crude birth rate; improvements in health education activities, particularly in the Solomon Islands, Fiji, the Marshall Islands and the Cook Islands; upgrading of delivery and clinical facilities; introduction of a home-based pre-natal care system in some countries; development of a mobile team for outreach activities in Tonga, Samoa, the Cook Islands and Palau; and an improvement in MCH/FP recording systems in some countries. Some of the constraints include ineffective management and evaluation of projects, poor logistics and contraceptive supply management, lack of community involvement, and deficiencies in the overall health system.

Information, education and communication

20. Since 1982, UNFPA has provided assistance to create greater awareness on the need to integrate family life education programmes into the non-formal as well as in the formal sectors. In-school and out-of-school population education projects in nine countries have been supported to date. During the period 1970-1990, approximately $882,000 was approved for 16 formal population education projects and $1 million for 22 non-formal population education projects. The projects have succeeded in varying degrees in incorporating population education into formal and non-formal education programmes, developing teaching materials, training teachers, increasing the level of awareness of population topics among the adult population and encouraging responsible decision-making concerning family welfare.

21. Non-formal population education. In cooperation with the International Labour Organisation (ILO), UNFPA has supported family life education projects in Fiji, Tonga, Samoa, the Marshall Islands, and the Cook Islands designed to provide educational and motivational material on family planning and welfare. UNFPA also helped to develop innovative programmes aimed at youth that included counselling in family life education. Overall, a wide variety of means, such as village and community meetings and workshops, evening classes, radio, plays and video, have been used to reach target groups with population education.

22. Formal population education. The most common strategy used to introduce population education into the school curricula in the region has been to integrate it as a separate component within existing school subjects. Most countries have successfully integrated population education into the secondary schools, but only Kiribati, the Marshall Islands and Palau have introduced population education at the primary level. Activities include organizing regional seminars and training workshops to develop curriculum and instructional materials, training teachers in specific areas of family life education, promoting complementarity between formal and non-formal population education programmes, and undertaking evaluation and technical missions.

Data collection and analysis

23. UNFPA has contributed significantly to government efforts to conduct the 1980, 1985 and 1990 rounds of censuses, approving specific country projects for this purpose. For the period 1979-1990, UNFPA assistance amounted to approximately $3.6 million for the implementation of 30 such projects. The support has mainly been used to develop national skills through training, to establish and develop data processing facilities, to train staff in mapping techniques, to provide technical advisory services for the collection, analysis and dissemination of census data and to undertake demographic surveys.

Population policy formulation

24. Following the recommendations of the needs assessment missions in the early 1980s, there have been several attempts to create institutional arrangements to improve integrated population and development planning in the South Pacific countries. These involved the formation of population coordinating committees in some countries and/or the establishment of population development units in others. The first such unit was established in Fiji in the mid-1980s with UNFPA support. Population coordinating committees were later established in Samoa, the Cook Islands and Tonga as well. A significant development has been the adoption of national population policies in the Marshall Islands, the Solomon Islands and the Federated States of Micronesia with UNFPA support. UNFPA assistance in this area has totaled $453,000 through the implementation of 18 small-scale projects. Activities have included conducting seminars and workshops on population and development, supporting the development of a research and training programme in demography, training human resources in population issues and providing technical assistance.

Women, population and development

25. UNFPA has placed special emphasis on integrating women's concerns into all its activities in the Pacific. Women have played an important role in the implementation of MCH/FP projects. In addition, most of the family planning and family life education activities contain IEC components that deal with the special concerns of women and youth. More specifically, in Fiji support to the women's organization has proved to be highly effective in terms of reaching the grass roots of the community.

Other external assistance

27. UNDP, UNICEF and UNFPA are active in the Pacific region. Under the current programming cycle, cooperation has been fostered among the members of the Joint Consultative Group on Policy (JCGP). UNDP's assistance to social development, including that of the health sector, amounted to approximately 10 per cent of its total assistance. Additional assistance was provided through UNDP's regional programme. Indirect links with UNFPA-funded activities have been established, particularly in the areas of women, primary health care and statistics. UNICEF has been particularly active in primary health care, MCH activities, and food and nutrition programmes and is in the process of developing a 1993-1997 programme in the amount of $8.5 million. As its areas

of concern are closely linked with UNFPA activities, there are plans for greater joint consultations between the two organizations and with the respective Governments. Discussions were initiated in 1991 to help identify areas of cooperation as well as of complementarity.

29. World Bank population assistance to the Pacific Island countries has been extended as part of assistance for integrated health projects. No separate population projects have been financed to date. The Asian Development Bank has recently increased its lending operations to the social sector and has identified the Solomon Islands and Vanuatu as priority countries for cooperation.

30. The largest single bilateral donor in the Pacific is Australia, followed by Japan. Australian-assisted country and multi-country programmes in health and social sectors have responded to the specific requirements of recipient countries. The United States Agency for International Development (USAID) assistance in MCH/FP has been provided through small-scale projects directed mainly towards social marketing. USAID has provided $2 million, with additional assistance from the British Overseas Development Administration (ODA), for a major regional family planning project, implemented by the South Pacific Alliance for Family Planning (SPAFH). The major partners of New Zealand in development are the countries of the South Pacific, although it also provides support to the various Pacific regional institutions. In addition, many New Zealand NGOs are active in small village-level projects. The European Community, which has delegations in the Solomons Islands and Fiji, recently expressed a keen interest in cooperating with UNFPA in the population field.

IV. PROPOSED PROGRAMME 1992-1996

31. The main goals of the proposed programme have been outlined in paragraph 3 above. Areas and approaches for UNFPA assistance under this first multi-sectoral proposed programme for the Pacific subregion 1992-1996 are described under the various programme areas below. They incorporate the findings and recommendations of the PRSD mission and the overall subregional strategies and interventions proposed for the achievement of the broad objectives of the programme.

26. Constraints that need to be addressed include the problems of recurrent costs, particularly in relation to the small size of the Pacific economies; the need to develop national skills and the use of United Nations Volunteers in order to promote long-term self-reliance in the region; and the continuing need to enhance technical cooperation in the population field through, among other things, providing support to organizations in the subregion.

27. Regional institution building in the Pacific should be an important aspect of development assistance. Heavy dependence on external aid and a weak resource base have given rise to unique regional arrangements that provide not only facilities and infrastructure that few governments could otherwise afford, but also a mechanism through which the states in the region can enhance cooperation. Regional institutions play a crucial role in disseminating vital information, strengthening mechanisms to assist in the prioritisation of sectors, and, above all, ensuring that regional programmes complement national activities. In terms of UNFPA support, preference would be given to regional assistance that strengthens common facilities and provides greater effectiveness at the national level.

Maternal and child health and family planning

32. The overriding population concern of the Pacific Island countries is to improve the health of mothers and children and to reduce the high levels of maternal and infant mortality and morbidity. The strategic interventions recommended for the realization of these health and family planning objectives at a subregional level centre on:

(a) developing human resources through training of health personnel; (b) strengthening the management and supervision of MCH/FP programmes; (c) strengthening the logistics and management of contraceptive supply distribution systems; (d) supporting operations research to identify possible areas of intervention and ways of improving service delivery; and (e) disseminating relevant publications and training materials.

33. At a country-specific level, the basic strategy in the MCH/FP sector would be to expand service delivery and increase the number of service points as well as to upgrade the existing health units. The focus of intervention would be on: (a) introducing and establishing a management information system for MCH/FP activities; (b) establishing and expanding a rural referral system integrated into the health infrastructure of the country; (c) providing training for TBAs and other health auxiliaries; (d) increasing contraceptive choice; (e) assisting NGOs as agents for fostering awareness and delivering services; (f) integrating IEC into all aspects of MCH/FP activities; and (g) strengthening coordination between health education departments and non-formal population activities.

34. An amount of $4.5 million is proposed to support activities under the MCH/FP sector, of which $1 million would be sought from other sources, including multi-bilateral sources.

Information, education and communication

35. The proposed strategy in the area of population information and communication is designed to fully support the proposed MCH/FP strategies and to increase awareness of population issues by intensifying activities directed at opinion leaders, religious groups and politicians. Hence, emphasis would be given to improve the knowledge and understanding of men, youth and adolescents about fertility behaviour and to increase the participation of grass-roots organizations in the dissemination and mobilization of public support for population and family planning activities. Focus would also be placed on such new concerns as the spread of HIV/AIDS and the increase in teenage pregnancies. The communications capacities of existing systems would be strengthened through systematic training of communications personnel and by improving facilities for the local production of materials. Support would be given for the establishment of national population communication networks through the development of clearing-houses and networks for developing and disseminating population and related information. Such networks could then be linked with the Pacific regional population information network at the University of the South Pacific as well as to global networks. Indigenous and popular forms of communication would be identified and utilized in each country for the promotion of population communication. Support would be extended to diverse governmental and non-governmental institutions involved in the area of information and communication in the Pacific. Priority assistance would be extended to subregional centres. At the national level, UNFPA would provide support to selected organizations that have the potential for cross fertilization with similar institutions in the region.

36. The community level, particularly in the rural agricultural and fisheries sectors, has been neglected in various Pacific countries. In order to correct this, the UNFPA programme would extend population education to and develop information and communication networks at the grass-roots level. Target groups, including farmers, fishermen and women in Samoa, Vanuatu, the Solomon Islands and the Federated States of Micronesia, would receive priority attention. The programmes in this area would supplement regional and country activities mainly funded by UNDP, the Asian Development Bank and the World Bank in these countries. The supplemental population components would include knowledge - attitude - practice (KAP) surveys and socio-cultural studies in areas related to population and the environment. These would form the base for integrated population IEC activities. In addition to the above, UNFPA inputs would include the development of IEC and training materials, especially for agricultural extension services programme, and support to seminars and workshops.

37. The main areas to be addressed in population education are awareness creation, curricula and instructional materials development, and training, research and evaluation. UNFPA would work to promote and strengthen the commitment to integrate population and family life education into the curricula of schools at all levels. Support would be extended to organize subregional consultative meetings on population education and to set up interdepartmental planning and coordinating committees that would include NGOs. IEC activities would be strengthened by ensuring technical and financial support for departmental plans. Support would be provided for training curriculum developers and other educators and for conducting socio-cultural case studies and KAP surveys, as well as for producing audio-visual materials and organizing study tours, seminars and workshops. Support to teacher training institutes is among the programme priorities, particularly in countries that have colleges of education such as Samoa and the Solomon Islands. Support for the subregional colleges of education such as the College of Micronesia and the teachers training colleges of the Marshall Islands and Fiji would also be extended. The Fund would support the University of the South Pacific in incorporating population studies into the curricula. UNFPA would collaborate with UNICEF to develop primary school health education and nutrition activities in the Solomon Islands and Vanuatu. Education activities funded by the Asian Development Bank in the Solomon Islands and Vanuatu, particularly those to develop school curricula, would also be supported and coordinated through the UNFPA Pacific technical support team.

38. A total of $3 million is proposed for population IEC activities under the Pacific subregional programme; $500,000 would be sought from other sources, including multi-bilateral sources.

Data collection and analysis

39. In order to improve the collection, analysis and dissemination of data, UNFPA proposes to help strengthen the capabilities of the Pacific countries to analyse 1990 census data. In view of the limited capacity and resources of some small island nations, certain activities, particularly the analysis of data and surveys, would be supported under the subregional programme for the Pacific, which would be developed in accordance with national priorities. The subregional programme would also support comparative analyses of data from two or more censuses relating to issues of special concern. The Fund would support improvement of civil registration systems, providing support to selected countries where data are reasonably complete and the necessary infrastructure exists. In other countries, support would be given on an experimental or pilot basis and then extended after careful evaluation. This may include the establishment of sample registration systems in specific countries such as Vanuatu, the Solomon Islands and the Federated States of Micronesia. Since most countries will not be involved in any major census activities for the next few years, and in view of the need identified by the PRSD mission for demographic estimates and population programme performance indicators, carefully designed sample surveys would be undertaken in selected countries such as Vanuatu and the Solomon Islands. This would ensure comparability of data and would help to standardize the content and quality of data surveys, demographic and health surveys, fertility surveys, and contraceptive prevalence surveys. In some countries, a multi-purpose survey would be organized, while in others it would be necessary to conduct multi-round surveys due to the difficulty in obtaining reliable information from single-round surveys. Since most island countries of the Pacific face acute shortages in trained personnel in critical areas such as data processing and analysis, adequate skills need to be developed and maintained by organizing appropriate training courses locally and through fellowships for study overseas.

40. An amount of $1.25 million is proposed to support activities in the area of data collection and analysis, of which $250,000 would be sought from other resources, including multi-bilateral sources.

Population policy formulation

41. The strategy proposals for improving the integration of population concerns into development planning and policy making in the Pacific would take into account the need to promote a commitment among top-level decision makers of the various Governments in formulating and implementing appropriate population policies and programmes. One specific activity, therefore, would be to convene a high-level subregional conference that would be followed by periodic seminars conducted within various countries, particularly the larger ones. These would work to ensure wider participation of politicians, parliamentarians, church leaders, community leaders, and the heads of NGOs in addressing these topics. Although it is necessary to establish mechanisms for coordinating, monitoring and evaluating population policies, it is not always feasible or desirable to establish separate population units within the Governments of the Pacific Island countries. Emphasis would therefore be placed on identifying suitable focal points, preferably within the national planning machinery, who can be trained in the requisite skills needed to perform these functions. UNFPA would assist in providing such training as well as providing periodic technical backstopping and in organizing national training and research activities through which a coordinating mechanism can be eventually established, particularly in the Solomon Islands, Vanuatu, the Federated States of Micronesia, the Marshall Islands and Fiji.

42. The proposed strategy would also pay attention to training in the techniques of demographic projection, which are needed for national, regional and sectoral planning, and would include instruction in the use of recently developed software. UNFPA would support the development of national and/or regional skills as a high priority and would utilize national and regional institutions for conducting training and research activities as well for providing fellowships in appropriate areas. A Pacific subregional databank would be established as a depository for studies and research and as a tool for disseminating data. UNFPA assistance would be used to identify and carry out areas for priority research on population and development in the context of the South Pacific, paying particular attention to issues related to women and the environment.

43. The amount of $750,000 is proposed for activities for population policy formulation in the Pacific subregion.

Women, population and development

44. Support for women, population and development activities would be designed to strengthen institutional arrangements to integrate women into the population and development process. Most countries in the subregion already have an established institutional framework to address the concerns of women, such as a women's bureau attached to the Prime Minister's office or a separate ministry for women. UNFPA's strategy would be to enhance the effectiveness of such institutions and to strengthen their management, coordination and monitoring capabilities. UNFPA would support local NGOs and grass-roots organizations in their respective countries to increase their networking capabilities. Most countries of the region recognize the important role of NGOs that focus on women's issues and of volunteer local women's committees, and some Governments have assigned them focal responsibilities in implementing outreach activities. However, the vast potential of these organizations and their networks at the provincial and district levels have not been tapped. The UNFPA strategy would be to support these organizations and promote their role as effective agents for social change. The Fund would therefore provide assistance to enhance their ability to mobilize support for pertinent social activities and to serve effectively as agents for Safe Motherhood initiatives in their respective communities. Support for small enterprises owned and managed by women, particularly in rural areas, would be a further element in the UNFPA strategy. UNFPA further proposes to extend and promote social marketing, especially for contraceptives, through these micro-enterprises. The strategy would also include adding an IEC component on women, population and development to all activities.

45. The amount of $1 million is proposed to support activities in the women, population and development sector, of which $250,000 would be sought from other sources, including multi-bilateral sources.

Special programmes

46. Population and the environment. UNFPA's strategic intervention in the area of population and the environment would include assistance to the Pacific Island countries to enhance policy analysis and resource planning and management and to establish comprehensive baseline databases to help identify and evaluate the complex interrelationships between population, environment and sustainable development. Support would be given to develop dynamic models linked to such databases. In addition to specialized training and research on the interrelationship between population and environment, awareness-creation activities would be addressed to special target groups, such as politicians, parliamentarians, and other influential social groups. Support would also be provided to introduce population messages into the programmes of the growing number of voluntary movements, such as, e.g., Friends of the Environment in the Pacific, and to promote and assist NGOs involved in specific environmental activities, especially those with a focus on women.

47. UNFPA would enhance its collaboration with bilateral donors in the environmental field, as well as with UNDP and other organizations, in supporting specific components to complement UNDP's Pacific regional programme modules under its national resources management and environment programme.

48. UNFPA proposes a total of $1.5 million for activities in the area of population and the environment, of which $500,000 would be sought from other sources, including multi-bilateral sources.

Programme reserve

49. A reserve of $500,000 would be set aside from UNFPA regular resources to meet unforeseen needs that may arise during the period of the proposed programme.

Programme coordination

50. Coordination of population assistance is an important aspect in the development endeavours of the Pacific Island countries. At the national level, the prime responsibility for coordination rests with the respective Governments. They would be assisted by the UNFPA Director for the South Pacific based in Fiji. The UNDP Resident Representatives in the region, who are also the UNFPA Representatives, are located in Fiji, Samoa and Papua New Guinea. Within the context of the JCGP, they are responsible for coordinating the activities of the United Nations operational agencies in their respective countries. Regional organizations, such as the South Pacific Forum Secretariat and the South Pacific Commission, provide opportunities for discussion of sectoral issues, while there is an increasing use of UNDP's Round Table Meetings at the international level. Coordination and collaboration within the JCGP in the Pacific includes various forms of policy dialogues through regular inter-agency consultations, particularly in Fiji, where the UNDP office is responsible for the Pacific regional programme.

Programme monitoring, evaluation and management

51. The overall management of the proposed programme would rest with the UNFPA subregional office for the South Pacific. The programme would make use of local expertise and of United Nations Volunteers and other volunteers in the region in place of using long-term resident experts. The programme would be monitored and evaluated in accordance with standard UNFPA guidelines, and include, in addition to built-in evaluation mechanisms, sectoral reviews and independent, in-depth evaluations. Whatever the mode of execution, UNFPA

will make full use of available and appropriate national and regional technical backstopping capacities, complemented by the country programme technical support team, based in Fiji, that will become operational in 1992 as part of the UNFPA successor support cost arrangements approved by the Governing Council in decision 91/37. A mid-term review is planned for late 1993 or early 1994. To the extent possible, this would be organized to coincide with UNDP's mid-term review and with UNICEF's reviews of its country and regional programmes in the Pacific. The UNFPA Country Director for the South Pacific, based in Fiji, would be responsible for monitoring all aspects of the programme, including making field visits to the various countries of the subregion, as well as preparing progress reports and scheduling tripartite project reviews.

Financial summary

52. As indicated in paragraph 1, UNFPA proposes to support a comprehensive population programme in the amount of $12.5 million, of which $10 million would be programmed from UNFPA's regular resources, over a five-year period, starting January 1992, to assist the South Pacific subregion in achieving its population and development objectives. UNFPA would seek to provide the balance of $2.5 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. The table below shows how the programme would accommodate these two levels of funding:

	UNFPA's regular resources $	Other resources $	Total $
Maternal and child health and family planning	3,500,000	1,000,000	4,500,000
Information, education and communication	2,500,000	500,000	3,000,000
Data collection and analysis	1,000,000	250,000	1,250,000
Population policy formulation	750,000	--	750,000
Women, population and development	750,000	250,000	1,000,000
Special programmes	1,000,000	500,000	1,500,000
Programme reserve	500,000	--	500,000
TOTAL	10,000,000	2,500,000	12,500,000

V. RECOMMENDATION

53. The Executive Director recommends that the Governing Council:

(a) Approve the Pacific subregional programme in the amount of $12.5 million for the five-year period 1992-1996;

(b) Authorize the Executive Director to programme, subject to the availability of funds, an amount of $10 million from UNFPA's regular resources, over the period 1992-1996;

(c) Further authorize the Executive Director to seek to provide the balance of $2.5 million of the approved programme from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources from any of the above sources become available;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Governments of the Pacific Island countries and with the executing agencies.